



**TWINNING PROJECT FICHE
FOR ORGANISATIONAL MODERNIZATION
OF
THE OCCUPATIONAL HEALTH AND SAFETY (OHS)
MANAGEMENT SYSTEM**

Prepared on behalf of the
EUROPEAN COMMISSION

Under the
Support to the EU-Egypt Association Agreement Programme (SAAP)

1. Basic information on the programme

- 1.1. Programme:** Support to the EU-Egypt Association Agreement Programme (SAAP)
- 1.2. Twinning number:** EG07/AA/SO07
- 1.3. Title:** Organizational Modernization of the Occupational Health and Safety Management System
- 1.4. Sector:** Occupational Health and Safety
- 1.5. Beneficiary country:** Egypt

2. Objectives

2.1. Overall Objective

The overall objective of this twinning project contribute to the improvement of the Occupational Health and Safety policies, procedures and services, hence reducing the number of work-related accidents and incidents in Egypt.

2.2. Project Purpose

The project purpose is to support the Ministry of Manpower in undertaking the relevant legislative and institutional reforms as regards to Occupational Health and Safety services and norms to ensure an effective implementation of its mandate, improve, and promote labour safety through enhancing a culture of prevention, health and welfare of employees, as well as to safeguard the public from being exposed to work activities entailed risks.

Under this purpose the project will endeavour to improve the national labour policy framework, through realizing the following specific objectives:

- Improving the legislative framework of OHS, and enforcing the relevant secondary laws/directives with respect to implementation aspects of occupational health and safety;
- Strengthening the institutional capacity of the Occupational Health and Safety Agency (OHS) at the central (national) and at the local (governorate) levels in a pilot project;;
- Contributing to the implementation of reform changes at all governorates through a Comprehensive National Strategy and Action Plan including investment plan for equipment for OHS Development;

Strengthening the institutional capacity at the central and local levels will include, but not limited to, organizational structure, work process, system and communication flows, internal monitoring, control and evaluation, inspection process reengineering, human capacity building and infrastructure upgrading as well as awareness raising campaigns to be developed in association with social partners to improve enforcement in companies and public sector.

2.3. Contribution to the National Development Plan/Association Agreement/Action Plan

The National Development Plan pays a great attention to social reform; in an attempt to improve the efficiency of the skilled labour market the Egyptian government has taken several measures to ensure the reform of regulations from governing aspects to legal systems with impact on public

health. Numerous ways were taken among which the issuing of the new labour law #12 for year 2003, with chapter five covering the occupational health and safety sector.

The EU/Egypt Association Agreement includes provisions with respect to the three pillars of the Euro-Mediterranean partnership, namely political dialogue, trade and economic integration, and social and cultural co-operation. While the AA serves as the legal basis of relations between the two parties, the European Neighbourhood Policy (ENP) Action Plan serve as a comprehensive policy framework that is based on an agenda of mutual commitments and shared values. The Action Plan introduces specific and detailed mechanisms to support economic, political, and social development as well as improve Egypt's access to the European Single Market.

In order to support the Egyptian administrations in implementing the AA and the ENP, the European Commission launched a €25 million programme entitled “Support to the Egyptian European Association Agreement Programme” (SAAP). As stipulated in the financing agreement signed in December 2005 between the European Union represented by the EC Delegation and the Egyptian government represented by the Ministry of International cooperation, the SAAP aims at upgrading the overall capacity of the Egyptian administration. Such support takes several forms; the implementation of institutional twinning that has been given a particular importance within the context of the SAAP as it is perceived to be an efficient and appropriate vehicle for achieving the required form of institutional reform and capacity building, the implementation of classical technical assistance, the provision of equipment and supplies that support the twinning success as well as the implementation of Technical Assistance and Information Exchange Instrument (TAIEX). Under the SAAP currently exist several Institutional twinning projects out of which this Occupational Health and Safety project.

The project's objectives contribute to the Association Agreement - provisions of article 44 which stipulates that priorities for cooperation shall cover the safety of industrial plant and to provisions of article 72 which stipulates that a financial co-operation package shall be made available to Egypt in accordance with the appropriate procedures and the financial resources required focusing on accompanying measures for policies implemented in the social sector.

The project also contribute to the implementation of the priorities of the ENP Action Plan, which includes under article 2.1.1.a the enhancement of democracy and rule of law that intends to enhance the effectiveness of institutions entrusted with the topics at hand, in turn it point towards fostering the role of civil society which will ensure the progress on the political arena as well as the economic and social ones in accordance with national legislation alongside with reforming local administrations. In this context, public services in Egypt should be modernized and upgraded.

In addition to article 2.1.1.b Human rights and fundamental freedoms, Fundamental social rights and core labour standards which specify the importance of improvement of the effective implementation of core labour standards as defined in the 1998 ILO Declaration on Fundamental Principles and Rights at Work and related ILO Conventions.

Moreover, according to article 2.1.2.b Egypt shall work to reduce gradually economic distortions as well as to better target subsidies to eligible groups of the population and upgrade the social safety net. Article 2.1.3.a Egypt is ought to get involved in various forms of social dialogues and exchange of experiences to support the implementation of international labour codes and

regulations whilst building enforcement capacity and also strengthen the efficiency of targeting and coverage of social expenditures.

3. Description

3.1. Background and justification:

The OHS is an independent subdivision of the Ministry of Manpower and Migration (MoMM). The OHS has 1,400 inspectors, and its structure consists of:

- Central Department of Occupational Health and Safety, which is headed by the undersecretary for welfare and protection of manpower & labour environment;
- 27 departments in the governorates;
- 188 occupational health and safety offices distributed across the country according to the density of workplace establishments;
- 14 research units situated in the governorates with industrial density.

The main function of the OHS is the inspection of workplaces and the issuance of sanctions for violations of legal and conventional norms for public and labour safety, health and environment protection.

The legal base of the OHS operation is the fifth chapter of the labour law #12 for year 2003, which is enforced by the following ministerial decrees:

- resolution #211, 2003 on safety limits, requests and precautions necessary to avoid physical, mechanical, biological and chemical hazards and to secure the labour environment;
- resolution #134, 2003 on the definition of enterprises which commit themselves to establishing employment boards and occupational health and safety committees in order to secure the labour environment and which undertake training and set rules, according to that concern;
- resolution #126, 2003 on the statistics on labour injuries, on grave accidents and on occupational diseases, temporary or chronic;

The following laws dealing with occupational health and safety issues mandate, OHS in the following areas:

- law #453, 1954 provides with the general requirements in commercial and industrial shops;
- law # 371 , 1956 governs the general shops;
- law #372, 1956 governs entertainment's sites;
- law #55, 1977 regulates steam and heating machines;
- law #79, 1975 and amendments cover problems linked to damages suffered from occupational accidents and diseases, including corresponding check ups.

The implementation of the various Egyptian laws is still at a rudimentary stage and this should be one of the main areas of focus of the EU Twinning project.

Problems and challenges encountered by the OHS that hinder its proper functioning can be summarised as follows:

- The inspections do not cover sectors such as agriculture, fishery, leisure industry, transportation, and construction work due partly to the lack of trained inspectors in OHS international standards;
- Inaccuracy and delays in receiving-collecting data and malpractices in the General Statistics Department in the Ministry resulting in gaps in data collection;
- Prevalence of the horizontal overlapping amongst the line ministries including Ministry of Environment, Ministry of Health & Population with the Ministry of Manpower & Migration;
- 27 OHS Departments in the Governorates and 188 OHS offices are methodologically subordinated to the Central Department of Occupational Health and Safety, and, at the same time, subordinated administratively and financially to the Governorates;
- Low motivation amongst the inspectors due to the unsatisfactory “career code” and to the financial compensation level of inspectors;
- Lack of training of the Labour Inspectorate especially that focussing on the changing role of the inspectorate from policing to advising employers in matters of labour safety and health;
- Lack of comprehensive awareness among the employers and the public at large on the significance of the OHS in the social and economic welfare of the labour force;
- Shortage of vehicles, working tools and necessary equipments to conduct the operations at an acceptable quality level, mainly in connection with the measurements of the new hazards established by the labour law # 12 November 2003;
- Absence of integration between the inspection operations and research, due to the weak capabilities of the Research Units.
- Current policies and regulations do not allow consistent set up and coordination among research units affiliated to the three stakeholder ministries.

3.2. Linked activities

There are no national or international initiatives related to the OHS sector currently taking place in the Ministry.

3.3. Results

Result 1: Assessment, recommendations and implementation of legal reform

- Comparative analysis of EU and Egyptian primary and secondary legislation in the field of occupational health and safety is conducted;
- Plan for the approximation of secondary law in Egypt, comparable to EU legal frame and to international guidelines like those of ILO; is formulated (including recommendations, as deemed necessary, for ratification of relevant ILO Conventions).
- Necessary adjustments of secondary law are considered;

Result 2: Institutional capacity building at the central and local levels

At Central level:

- Organizational Audit report/organizational diagnosis is developed;

- Based on the audit and adjusted labour policy: a plan for further development of OHS is produced, taking into account: system flow, structure, functions, information system, and the requisites at central level for proper enforcement;
- An implementation scheme is well defined, including a time-table and benchmarks; some elements (to be defined during the project) will be in place;
- Report for improving the external communication function for inspectorates is developed. This report should give attention to the role of the inspection in increasing awareness concerning OHS with social partners (the building of a roadmap);
- Necessary institutional and human capacities' reform measures are initiated in accordance with the envisaged development plan;
- Work performance of the inspectorate at the central level is improved against well defined benchmarks;
- Set of training materials and guidelines is prepared;
- Train-the trainer programme course is delivered;
- The role of OHS is well-defined with respect to other stakeholders (ministries);

At local (governorate) level; pilot in a governorate

- Report on the work flow and performance of the Labour Inspectorate at the local level is developed;
- Work performance improvement plan for the labour inspectorate at governorate level is prepared (including relevant institutional and human capacities' reform measures);
- Organizational modifications of modes of operation of the labour inspectorate and other actors are initiated;
- Relevant human capacities' reform measures are initiated;
- Work performance of Labour Inspectorate of the selected governorate is improved against well defined benchmarks;
- Evaluation report on pilot results is developed;
- Set of training materials and guidelines are developed.

Result 3: Action Plan to Implement OHS Reforms Nationwide (based on results 1 and 2);

- Action plan for institutional reforms and human resources development is prepared;
- Train-the trainer national programme course is conducted;
- Investment plan itemizing equipment and transportation needs is developed;

3.4. Activities

Component I: Assessment of legal compliance, Legislation approximation¹, and better secondary law enforcement

The key activities foreseen under this component include:

Comparative analysis of EU and Egyptian primary and secondary legislation in the field of occupational health and safety:

¹ According to the most recent assessment, existing Egyptian legislation are in harmony with EU legislation, accordingly the twinning project should place more emphasis on the improvement of secondary legislation

The assessment note² already contains a preliminary comparison between EU directives and Egyptian law. It shows that major elements of the legislation are comparable, especially concerning the responsibility of the employer, the presence of a safety and health policy, and the presence of a social dialogue in the enterprises. A second more in-depth analysis could enrich the analytical comparison by focussing on key principles to be covered (culture of prevention) and EU and ILO standards and approaches.

Proposed adjustment and implementation of Egyptian occupational health and safety legislation and OHS policy:

When existing regulations do not contribute sufficiently to the implementation of a safety and health policy in enterprises, a proposal for adjustment will be drafted by the BC with assistance of the MS. Since there is extensive similarity between the policies of the EU and ILO concerning the desired safety and health policy, also the ILO formal and informal recommendations will be taken into account. Especially the ILO programme 'Decent work, safe work' is of relevance in this matter. Possibility to ratify relevant ILO Conventions (155, 187) will also be addressed.

The EU acquis in the field goes beyond ILO (BIT) convention No 155: it is more demanding, more detailed, and structured around regular risk-assessment obligations and corresponding prevention measures. Sanctions are heavier and the whole system is implemented with reference to strategies defined at EU level and to their successive impact assessment reports (the 2002-2006 strategy was evaluated in 2006, namely with reference to 2005 Framework Directive), and the new 2007-2012 strategy was adopted on 21/02/2007, with a view to reducing work accidents by 25%.

Legal and regulatory assessment report

Based on the abovementioned two activities, an assessment of the regulatory and legal framework should lead to a clear definition of the OHS role at the central and local level, as well as with respect to other stakeholders. Changes in the legal mandate of OHS should be also reflected in the implementation phase.

Component II: Institutional capacity building at the central and local levels

The key activities foreseen under this component include:

Organisational audit at the central level

When appropriate, the existing audit instruments (the evaluation protocol of the EU-SLIC, and Safe work audit instruments of the ILO) will be used, to audit the Egyptian Labour inspectorate.

System management and Institutional development at the central level

Analysing current system (diagnosis):

- Analyse the current value chain and system flows; input, processes and outputs, as well as performance standards- based on ILO and EU guidelines;

² The assessment note will be available to the selected Member State

- Define the desired output of the Labour Inspection taking into account the output requirements (output must be measurable, output must be linked to the resource input);
- Define the response to non-compliance.

Drafting of an organisational development plan with the following aims:

- Aligning the organization mission, structure, and functions to the legislative/regulatory/and system reform measures;
- Improving system's efficiency and effectiveness through possible process reengineering/less drastic improvement measures with respect to process design;
- Ensuring quality through an effective quality measures/system;
- Implement refined performance measures;
- Training needs' assessment, HR development, recruitment policy [need for a multi-disciplinary approach to enforce the advisory role] and implementation plan;
- Creating a learning environment and guidelines;
- Improving communications channels within OHS and with other stakeholders.

Development of an enforcement policy:

To be able to implement the organisational development plan, the expectations of the central labour inspectorate must be clear to all staff members. The expectations have to include an enforcement policy:

- Setting of priorities (most serious risks first);
- Balance of advice and enforcement;
- Sanctions system (+ effective application);
- Prosecution procedures;
- Degree of discretion;
- Needs and means for training;
- Follow-up procedures;
- Procedures to monitor enforcement;
- Prevention aspects;
- Specialist support services;
- Making enterprises take responsible action.

Development of information/knowledge management:

- A feasibility study concerning the development of an Egyptian Focal Point for labour-inspection related information will be part of this project;
- Creating the relevant institutional framework and developing the human capacity related to the selected/initiated focal point.

It is important to mention that the role of such focal point should focus on the users' (= inspectors') needs. This will include the following:

- Statistics (identify sources of information, shortage/duplication, information flows,

- and bottlenecks);
- LI's advisory role;
- LI's enforcement role;
- Planning of inspections;
- Identify the shortage of information;
- Provide access to information needed.

Developing of the communication function of the Labour Inspectorate:

- Developing the institutional framework within OHS to initiate, coordinate, and sustain the advisory role of the Inspectorate, The ILO has developed a "Strategic Approach for Strengthening of National OHS Systems through a National Programme". A key element in this approach is the promotion of OHS.

It also can act as a vector concerning the development of a "road map" leading to awareness raising among employers and employees. An important part of the Twinning project should be to raise the awareness among employers to comply with the specifications of the new Labour law. This can be achieved in several ways:

- Developing the appropriate institutional setting and human capacities, within the OHS, which would ensure the sustainability of the information dissemination and awareness building activity at the national level;
- Developing national campaigns to promote work place and health safety; including emphasis on successful cases of OHS implementation in Egyptian factories;

Development of a well-defined role of OHS with respect to other stakeholders (ministries);

- A clear definition of the OHS role with respect to other stakeholders (Ministry of Environment and Ministry of Health) is developed.

Institutional capacity building of the labour inspectorate at executive level (implementing a pilot project)

Based on a concrete criterion/a for selection, the OHS methods, functions, and activities at a specific governorate will be improved.

The key activities foreseen under sub-component include:

- Reviewing the present working method and process of the Labour Inspectorate, based on the 'process layout flowchart' mentioned in the Assessment Note, the present working methods and system flow of the Labour Inspectorate will be described in more detail. This means analysis of current workflow of labour inspectorate in governorate in terms of: (1) Work performance, (2) Enabling linkages and flows with other actors active in occupational health and safety; particularly at the policy level, such as the MoMM, Ministry of Health and health insurance, ...etc. (3) Training needs assessment of the labour inspection and (4) Investment needs in equipment and transportation;
- Development of performance indicators and measure points for labour inspectorate, enabling benchmarking on governorate level in Egypt;

- Based on the above mentioned review, a limited number of performance indicators will be developed, which can be measured in easy and low-cost manner. These performance indicators will enable benchmarking at different levels: between BC and MS and between governorates. It will also enable to measure the progress of change during the project;
- Data collection at the governorate level for actual assessment, using performance indicators; a limited survey will be done, preferably retrospective, using the performance indicators to get an overview of the performance of the Labour Inspectorates in the governorates;
- Defining the desired situation; the results of the ‘snapshot’ and the survey will be used to define the desired working process, and the resources (people, training, hardware, and information flow) needed. Also included are: priority setting of tasks and responsibilities, and initiating new working methods of the labour inspectorate. A pilot region, preferably the governorate with the highest score, will be selected. Design and implement a work performance improvement plan for the labour inspectorate at governorate level; the plan will include institutional reform aspects as well as take into consideration the suggested legislative and regulatory reforms and the envisaged role of the inspectorate at the local level;
- The plan will be developed to overcome the gap between the present and the desired situation in the selected region of the Labour Inspection. Objectives will be established, using the performance indicators developed earlier;
- A training plan will be drafted and initiated, a plan for investments in equipment and transportation, a timetable, and a plan to evaluate the pilot.
- Organizational modifications which are needed will be implemented; including new methods/institutional framework of information transfer;
- The collaboration with other partners will be intensified; the institutional and regulatory setup for coordinating among the principle stakeholders should be reviewed and refined to ensure smooth implementation at the local levels (health, environment, health insurance). One has to consider that the improvements of the supportive infrastructure cannot be financed by the project on an extensive manner;
- A Human Resource Policy will be developed and put in place to support the envisaged institutional reforms at the local level; this may include job redesign, recruitment policy, career development plans, and performance appraisal;
- Evaluate pilot outcomes; the evaluation of the pilot will be used to develop a work performance improvement plan for all the regional offices of the Labour Inspectorate. Also the accompanying organisational changes will be implemented at the governorate level, and, if necessary, at central level;

Component III: Development of a Comprehensive National Strategy and Action Plan including investment plan for equipment

Development Plan to Reflect Institutional Reforms at Different Governorates

- An action-oriented strategy which aims at improving the OHS context in Egypt will be developed. The strategy will include strategic options to implement reforms nationwide, incorporating priorities by sector and geographical areas. The strategy

should also take into consideration political socio-economic implications, contribution of the area/sector to the national economy, competitive advantages of some sectors, labour intensity of specific regions/sectors, capacities at the local levels, the government's trend towards decentralization and the associated opportunity costs;

- The plan will accommodate for institutional and HR development needs and relevant activities ;
- The plan will also reflect the relationships and processes between the central and local levels, and effective mechanisms for decentralization and governance measures.

Train the Trainer National Program

- Development of train-the trainer programme. The experience of the EU (and ILO) in general and the MS in particular with the development of such programmes in pre-accession countries during the last five years will be taken into account (the experience of the European Agency on Safety and Health at Work will also be taken into account) . This course will be given one time during the project. After that it will be the sole responsibility of the BC.

Investment Plan in infrastructure

The key activities foreseen under this objective:

- Based on the outcome of the pilot project, an investment plan will be developed, at national level, itemizing equipment and transportation needs for the entire labour inspection in the country;
- Also the advice of ILO concerning the resources assessment will be taken into account. The OHS policies at central and at governorate level will define mainly the equipment needed. For example: when the policy is that employers are responsible for their own occupational health and safety policy, it is also their responsibility to present the labour inspector with the results of relevant measurements of risks which are present in the enterprise at stake. This leads to a reduction of the number of measurements taken by the labour inspection itself and a lesser demand for equipment.

3.5. Means / Input from the MS Partner Administration

The following staff inputs will be provided by the Member State (MS) Twinning Partner

A Project Leader (PL), a high ranking official, will be responsible for conceive, supervising and co-ordinating the overall thrust of the project, mainly the MS inputs. The PL must have a broad knowledge of all the processes within the scope of the project, as well as good leadership skills. The PL is expected to devote a minimum of three days per month to the project including one visit to the BC every three months.

A long term Resident Twinning Advisor (RTA), the duration of the RTA assignment is 18 months. The RTA will work directly with the BC project leader and RTA counterpart on a daily basis to support and coordinate the activities being implemented in the BC. The RTA role is not purely administrative; it is expected to provide high level advice and direction on all project activities.

The Short and Medium-term Experts (STE – MTE), there should be at least one senior Medium Term Expert (MTE) from the MS for each of the three components. An expert on training is involved in two components (training during the pilot and the development of a train-the-trainer program).

These MTE's will be active between three and six months each over the active lifetime of the project, divided into an average of four missions each. It could well be that a MS might propose a single candidate who is competent to fulfil more than one MTA position, and this could be an advantage. Each MTE must have a counterpart in OHS or in the pilot region. These counterparts must at least be on the level of a Departmental General Manager.

A team of Short Term Experts (STE) from the MS will also be required for each component. The MS should plan mission durations and experts' involvement in a way that ensures the continuity, harmony, integration and balance of activities. STEs will assist the MTE in specific technical issues, their professional skills and duration of assignment will depend on the nature of the tasks and the nature of the detailed methodology being followed.

It is emphasised that each member of the MS team will have an appropriate counterpart in OHS, or pilot region, and responsibility for achievement of the project result is shared between them.

The overall approach to the project place high value on learning by doing, and the key task of each and every member of the MS team will be to make their contribution to this capacity building process.

It is vital that the twinning team has experience in designing and implementing management and organisational changes, as well as policy development.

Detailed Terms of Reference for MTEs and the STEs will be elaborated by the selected Member State.

3.5.1. Profile and tasks of the project leader (PL)

The project leader will be responsible for the overall conception and direction of the MS involvement in the twinning project as well as coordination of all activities according to the agreed work plan;

The PL will be expected to have the following qualifications:

- Hold a senior position at an EU Occupational Health and Safety Agency
- Experience in implementing safety management systems
- Comprehensive knowledge of EU directives particularly those related to OHS
- Excellent inter-personal and leadership skills
- Previous experience in project coordination/management in similar projects
- Excellent written and spoken command of the English language
- Work experience in Egypt or neighbourhood countries will be advantageous

3.5.2. Profile and tasks of the RTA

The RTA has to discuss and monitor the actual implementation within this project and expected to ensure, together with the BC administration, the achievement of the general and specific objectives.

The duration of the assignment of the RTA will be 18 months. The RTA's responsibilities include but are not limited to the following:

- Management of the project administration

- Permanent contact with the BC Project Leader
- Prepare periodical and non-periodical reports in accordance with the project work plan and twinning manual guidelines;
- Coordinate and supervise short-term experts' input;
- Provide professional support and local knowledge to short and medium term experts
- Supervise the execution of training programmes
- Ensure the quality of documents and printed materials;
- Ensure effective and optimal utilisation of available resources;
- Advise on management and organization of OHS at central level
- Advise on management and organization of OHS in pilot
- Act as a contact point and liaison with stakeholders, other donors if any, the PAO and the EC Delegation.

The RTA is expected to have:

- A professional background in occupational health and safety for instance at senior policy-level;
- 10 years of experience in occupational health and safety working at a national administration of an EU member state;
- Good training skills;
- Sound knowledge of relevant EU legislative and institutional requirements related to the various components of this project;
- Excellent command of written and spoken command of English
- Additional assets are:
 - Sound skills and previous experience of working in multi-disciplinary and multinational teams;
 - Sound background in drafting and/or implementing strategies, policies or regulations
 - Previous experience as project coordinator/project manager in similar projects;
 - Some relevant working experience in Egypt or another Arab speaking country.
 - Additional degree in strategic planning/management
 - Relevance of other language skills will be considered.

RTA Assistant

The RTA will have an Assistant, who will support him in the performance of his duties during the entire project period. She/He should be well aware of the local conditions and support the PL, RTA and STEs during the project period.

The RTA assistant is expected to have the capability to:

- translate from Arabic to English and vice versa;
- act as interpreter in discussions with stakeholders in the project;
- give advice and assistance for travelling schedules, ticket and hotel reservations etc;
- excellent computer skills;
- assist in the work with drafting of financing and activity reports;
- excellent communication skills;

It is expected that the RTA assistant have relevant academic degree and training to succeed in above mentioned tasks.

3.5.3. Profile and tasks of the short term expertise

The actual duration of the assignments of each of the short and medium-term experts will be defined during the drafting of the work plan for the twinning contract. The experts will work in close co-operation with the Twinning adviser and the beneficiary in order to meet the specific objectives as set out above;

The short and medium-term are expected to have professional background in occupational health and safety, organizational design, human resources development or education and at least 10 years of experience in their profession;

Sound knowledge of relevant EU legislative and institutional requirements related to the various components of this project; in addition to Good written and spoken command of English.

Additional assets are:

- Sound communication skills and previous experience of working in multi-disciplinary and multinational team;
- Sound background in drafting and/or implementing strategies, policies or regulations in occupational health and safety
- Some relevant working experience in Egypt;

Component 1: Assessment of legal compliance

This component requires a total duration of 60 man days.

Expert(s) must have experience in a senior position at the Ministry of Labour in a MS. Preferably with experience in the modernisation of the central head office of the Labour Inspectorate, either as expert in a project in a pre-accession country, or as leading senior civil servant in a pre-accession country.

Expert(s) should have legislative experience. The person should have verifiable experience in developing legislation to improving compliance to the law. He or she should have some experience in assisting other countries in developing legislation and assessment of regulatory framework.

Key tasks of the expert(s) Legal compliance will be:

- Draft suggestions to improve compliance with Egyptian Laws using legal enforcement measures.
- Draft plan to alter or improve Egyptian secondary law, including ratification of relevant ILO Conventions if deemed necessary.
- Draft suggestions as regards to the appropriate regulatory framework of OHS, the respective role of the OHS Agency, and required changes (if any) in its legal mandate

Component 2: Institutional capacity building

This component requires a total duration of 260 man days

Experts must have experience in a senior position at the Ministry of Labour in a MS. Preferably with experience in the modernisation of the central head office of the Labour Inspectorate, either as expert in a project in a pre-accession country, or as leading senior civil servant in a pre-accession country.

Institutional capacity building at the central and local levels

This sub-component requires experts specialized in institutional reform. Each expert will work closely with the staff of OHS and the RTA to prepare the organizational development plan and the implementation scheme of OHS at central and local level.

The Expert(s) will prepare the organizational audit and an action plan for proper execution of the suggested reforms; coordinate the implementation of an institutional reform at central and local levels, including organizational structure, functions, process redesign, and development of organizational key performance indicators and benchmarks

The expert(s) for this sub-component should have an experience in institutional development. Proven track record in organizational diagnosis in OHS sector is required. An additional degree in strategic planning/public policy/administration will be an asset.

Key tasks of the Capacity building (central level) will be:

- Prepare the audit and take care of the proper execution of the audit
- Coordinate the capacity building plan at central level
- Coordinate the preparation of an implementation scheme
- Give special attention to the advisory role of the Inspectorate in the plans mentioned.

Key tasks of the first Governorate pilot will be:

- Review of the existing working methods and work flow
- Developing key performance indicators
- Compare performance Inspection in MS and BC
- Perform a survey in Egypt
- Analysis of the results
- Draft and Execute a plan for work process re-design

HR capacity building at the central and local levels

Expert(s) for this sub-component should be specialized in Human Resource Management (HRM).

Key tasks of the HR capacity building at the central level will be:

- Adjust job profiles of key functions within the Inspection.
- Define competencies needed in the different functions
- Assess globally competencies of the Inspectors who are active
- Define training needs (knowledge and skills).
- Define training program using appropriate modern adult learning methods
- Develop and/or provide training materials/resources.
- Perform training program at the central and pilot governorate
- Develop HR performance measures and appraisal system
- Develop with the expert(s) a Human Resource development plan.

The Expert(s) should be experienced in assessment and development of HR policy of an OHS agency, an additional degree in Strategic Human Resources Management will be an asset. A strong change agent with a good sense of improving organization culture, reducing resistance to change is needed.

Awareness Building Activities

The Expert(s) will be in charge of awareness activities for OHS and liaising with other experts (the institutional building component) to establish the external communication function/unit within OHS.

Key tasks of the Training Expert(s) will be:

- Setting up regional training centres at governorate level, where inspection and employees are jointly trained in compliance with the law;
- Developing and publicizing successful cases of OHS implementation in Egyptian factories,
- Developing national campaigns featuring well known actors and actresses to promote work place health promotion

Component 3: Development of a National Strategy, including an investment plan and an Action Plan to Implement OHS Reforms Nationwide

This component requires a total duration of 90 man days.

Strategy including a National Action Plan for Implementation Nationwide

Key tasks of the Expert(s) will include the development of a National Strategy and an Action Plan for implementing OHS reforms at the governorates. The Expert(s) activities will be dependent on the initial results of components 1 and 2.

The Expert(s) should have an experience in OHS agency, in strategic planning and/or implementation of OHS reforms. An experience in the Eastern European countries or the neighbourhood will be an asset.

Train the Trainer sub-component

The Expert(s) profile should have in-depth knowledge of the institutional, legislative aspects, and HR needs of Labour Inspectorates, including capacity of being a trainer, and experience in developing in-company Labour Inspectorate training, knowledge of ILO Integrated Labour Inspection Training System (ILITS) and has experience in training the Labour Inspectors in pre-accession countries in addition to solid experience in designing and delivering train the trainer OHS related programs as well as ability to develop the training materials.

Key tasks of the Training Expert(s) will be:

- Evaluation of the training in the pilot, and improve the training program.
- Development of a train the trainer program.
- Performance of the train the trainer program.
- Development of a plan to train all 1400 inspectors.

Investment plan for equipment

The Expert(s) should have experience in identifying the needs from the equipments related to OHS agency.

Key tasks of the Expert will be:

- Collecting demands from BC institutions for new equipment.
- Critical appraisal of the demands and establishing needs.
- Drafting of an investment plan in equipment and transportation means.

All candidates should have excellent command of written and spoken English. Experience in Eastern European countries or neighbourhood will be an asset.

4. Institutional framework

The direct beneficiary institution is the Occupational Health and Safety which is affiliated to the Ministry of Manpower and Migration. The focal point of the Ministry is the Director of the International Cooperation Department inside the Ministry; the focal point will be the link between the Ministry, the beneficiary institution and the Programme Administration Office (PAO).

5. Budget

The maximum estimated budget for this twinning project is One Million Euro (€1.0m).

6. Implementation arrangements

6.1. Implementing Agency (including contact person and contact details):

The Programme Administration Office (PAO) is in charge of the coordination of all the activities and the administrative management of the Support to the Association Agreement Programme. The PAO will be the responsible institution for the management of this twinning project. It manages the tenders, contracts and payments and this, in accordance with the procedures of ex-ante control defined in the Practical Guide to contract procedures financed from the General Budget of the EC in the context of external actions.

Contact person at the PAO:

Name: Ms. Dalia Mostafa Salem
Title: Programme Deputy Director / Projects Manager
Address: 9 Abdel Kader Hamza St. Garden City, Cairo-Egypt
PAO Egypt
Tel.: +202 792 3438
Fax: +202 792 0583
Email: dalia.salem@ee-aa.net

6.2. Main Counterpart in the Beneficiary country (including contact person and contact details):

Focal Point at MoMM:

Name: Ms. Mervat Wahby
Title: General Manager of the International Relations Department
Address: 3 Youssef Abass Street, Nasr City, Cairo, Egypt
Tel: +202 2703 7562
Mobile: +2 010 111 4168
Email: technicalco@mome.gov.eg
technicalco.mome@yahoo.com

Main counterpart (including contact person and contact details):

Project Leader counterpart:

Name: Ms. Madeha Abdel Rahman Mamdouh
Title: Undersecretary OHS
Address: 3 youssef Abass Street, Nasr City, Cairo, Egypt
Tel: +202 2260 9879
Email: technicalco@mome.gov.eg
technicalco.mome@yahoo.com

RTA counterpart:

Name: Mr. Mahmoud Helmy Abdel Moniem
Title: General Manager of OHS
Address: 3 youssef Abass Street, Nasr City, Cairo, Egypt
Tel: +202 2260 9895
Email: technicalco@mome.gov.eg
technicalco.mome@yahoo.com

General Supervision

Name: Dr. Hussein Abdel Hay
Title: Head of the research centre of OHS
Address: 3 youssef Abass Street, Nasr City, Cairo, Egypt
Tel: +202 226 23917
Email: technicalco@mome.gov.eg
technicalco.mome@yahoo.com

6.3. Required contributions of responsible institution (including equipment, offices):

The successful implementation of the Twinning project requires the full commitment and participation of the senior decision-makers in the MoMM and OHS. The Beneficiary will be required to make available the necessary infrastructure for MS partners to carry out their tasks. This includes the provision of adequate office space, the provision of equipment (including exclusive access to a computer of, printer, photocopier, telephone, fax etc) and the professional use of that equipment. It also includes the provision of suitable venues/ equipment for training in the BC.

The MoMM shall:

- Manage and facilitate contacts with other stakeholders, especially with ministries involved- health and environment as well as solve, on behalf of the beneficiary, all issues concerning the management of the project, including planning and identification of tasks, reporting, preparation of twinning agreements with the twinning partners, possible participation in tendering, monitoring and evaluation of activities, according to the Twinning Manual and other relevant procedures;
- Establish a working Group at governorate pilot level. The chair and member of the individual “Working Group” shall be identified during drafting of the agreement for this twinning project;
- Appoint a senior member of its staff to liaise with the Member State Twinning Partner, and ensure that staff at appropriate level are made available to work alongside the experts of the Member State Twinning Partner;

- Provide the project experts copies of legislation, regulations, and other relevant documents such as documents earlier developed by previous TA and training programmes, necessary for the implementation of the project as well as provide sufficient interpreter and translation, when necessary. The latter may be included in the project organisation-budget instead;
- Provide logistical support for the various training activities, including assistance in the selection of train-the-trainers and trainees (in consultation with EU experts)
- Provide office space with office equipment such as telephones, fax and internet connection, etc.

7. Implementation Schedule

7.1. Launching of the call for proposals:	September 2007
7.2. start of the project activities:	May 2008
7.3. Project completion:	January 2010 (21 Months)
7.4. Duration of the implementation period:	October 2009 (18 Months)

8. Sustainability

The envisaged reforms with respect to regulatory and legislative framework should positively impact sustainability of the institutional improvement measures at central and governorate level. In the context of the twinning project, adequate institutional building and training would enable sustainability and use of new methods after the end of foreseen project activities.

The project activities would be extended at the governorate level (pilot basis), which will provide avenues for the Egyptian government to disseminate reform measures nationwide (all governorates) based on the identified needs, capacities, and priorities; in this regard, political commitment to take into consideration the recommendation for a broader application of reform is a key underpinning for achieving the overall objective of this project.

9. Crosscutting issues

Crosscutting issues such as environmental sustainability, gender equality, good governance and human rights are to be taken into consideration in the definition of the activities under this project.

10. Conditionality and Sequencing

Projects to be implemented through twinning require full commitment and participation of the Egyptian counterparts. The Egyptian Government will provide the MoMM in general and the OHS in particular with sufficient budgetary and staff resources to ensure a consistent implementation of the programme.

The Egyptian counterparts will ensure a further continuation of all activities and new methodologies supported by this programme. Furthermore, they commit themselves to apply the acquired best practices in line with the EU rules, methods and standards.

Annex 1
Log frame planning matrix

	Intervention logic	Objectively verifiable indicators	Sources of verification	Assumptions
Overall objective	Contribute to the improvement of the Occupational Health and Safety policies, procedures and services, hence reducing the number of work-related accidents and incidents in Egypt	<ul style="list-style-type: none"> - Adopted national strategy for OHS developed - Less number of occupational diseases and work related incidents and accidents - Action plan for comprehensive reform in Egypt developed and implemented 	<ul style="list-style-type: none"> - National OHS Strategy - Official Statistics - Internal OHS statistics - Action Plan 	<ul style="list-style-type: none"> - Political commitment towards the improvement of the OHS sector in Egypt
Project purpose	The project purpose is to support the Ministry of Manpower in undertaking the relevant legislative and institutional reforms as regards to Occupational Health and Safety services and norms to ensure an effective implementation of its mandate, improve, and promote labour safety through enhancing a culture of prevention, health and welfare of employees, as well as to safeguard the public from being exposed to work activities entailed risks	<ul style="list-style-type: none"> - Improved overall organizational performance of OHS, and compliance rate - Improved rate of inspection process/labour, time, money units 	<ul style="list-style-type: none"> - Organizational performance benchmarks - Pre- and post-organisational performance assessment and human resources evaluations/appraisal 	<ul style="list-style-type: none"> - MoMM at all levels lives up to its commitment to achieve the planned results of the twinning project - Appropriate level of coordination among other stakeholder Ministries and willingness to improve interlinked processes / procedures, and channels of communications

<p>Specific Objective 1</p>	<p>Improving the legislative framework of OHS, and enforcing the relevant secondary laws/directives with respect to implementation aspects of occupational health and safety</p>	<ul style="list-style-type: none"> - Legislation approximation to EU aquis/ILO Conventions (when relevant) - Better enforcement of law through wider coverage of inspection and compliance rates 	<ul style="list-style-type: none"> - Ministerial Decree issued/adjusted - The executive law documents Implementation plan for the development - Secondary laws with respect to implementation aspects of occupational health and safety 	<ul style="list-style-type: none"> - Political commitment to support legal approximation, and overall Strategy at Government level -
<p>Specific Objective 2</p>	<p>Strengthening the institutional capacity of the Occupational Health and Safety Agency (OHS) at the central (national) level and at the local (governorate) levels in a pilot project</p>	<ul style="list-style-type: none"> - Overall new system for the Labour Inspectorate is in place - New working instructions for the Labour Inspectors. - Employees trained on the procedures/measures - Train the trainer programme accomplished - Improved organizational performance and work modalities against specific benchmarks 	<ul style="list-style-type: none"> - Internal Labour Inspection documents - Development plan - Performance benchmarks - Annual and periodic plans/Progress Reports - Training needs' assessment - Human resource performance indicators/appraisal system - Training material for the Labour Inspectors course - Number of trained employees - Number of employees who attended the train the trainer course 	<ul style="list-style-type: none"> - The MoMM is committed to implement institutional changes - Level of resistance to change by staff members does not drastically preclude reform efforts - Selected employees for training have the capacity for the training and implementation - Commitment of the inspectorate at the central and local level to implement the relevant reforms

	Improving enforcement in companies and public sector through awareness raising campaigns to be developed in association with social partners	<ul style="list-style-type: none"> - Institutional set up for external communication/outreach activities is in place - Plan for awareness campaign 	<ul style="list-style-type: none"> - Different mechanisms to measure awareness (e.g. focus groups, opinion surveys/polls) - Press releases - Number of persons/geographical areas/sectors outreached through the awareness campaigns - Number of conferences/seminars/workshops/year 	Appropriate response is forthcoming from the different stakeholders
Specific Objective 3	Contributing to the implementation of reform changes at all governorates through a Comprehensive National Strategy and Action Plan including investment plan for equipment for OHS Development	<ul style="list-style-type: none"> - Plan for a national roadmap, developed and signed by MoMM - Investment plan for equipment 	<ul style="list-style-type: none"> - National Plan document - Action Plan document - Management reports - Equipment plan document 	<ul style="list-style-type: none"> - That MoMM at all levels lives up to its commitment to achieve the planned results of the twinning project
Results				
Result 1	<ul style="list-style-type: none"> - Comparative analysis of EU and Egyptian primary and secondary legislation in the field of occupational health and safety is conducted; - Plan for the approximation of secondary law in Egypt, comparable to EU legal 	<ul style="list-style-type: none"> - Analysis performed - Plan for legislative and regulatory reform developed and endorsed by the government / adjustment of 	<ul style="list-style-type: none"> - Documented analysis - Published development plan 	<ul style="list-style-type: none"> - The Egyptian government is willing/planning to introduce relevant legislative/regulatory reforms compliant to that applied in EU

	<p>frame and to international guidelines like those of ILO; is formulated (including recommendations, as deemed necessary, for ratification of relevant ILO Conventions</p> <ul style="list-style-type: none"> - Necessary adjustments of secondary law are considered; 	<p>decrees and by-laws</p> <ul style="list-style-type: none"> - Secondary laws developed and under implementation 	<ul style="list-style-type: none"> - Adjusted decree/legal mandate 	
Result 2	<p><u>At Central level:</u></p> <ul style="list-style-type: none"> - Organizational Audit report/organizational diagnosis is developed; - Based on the audit and adjusted labour policy: a plan for further development of OHS is produced, taking into account: system flow, structure, functions, information system, and the requisites at central level for proper enforcement; - An implementation scheme is well defined, including a time-table and benchmarks; some 	<ul style="list-style-type: none"> - Organizational audit conducted - Development plan is endorsed by direct beneficiary (at central and local levels) - New working instructions, structures and processes are adopted 	<ul style="list-style-type: none"> - Performance indicators and relevant benchmarks of the Labour Inspection process Training programme with training materials - Number of trained inspectors - Training materials - Internal MoMM documents - Syllabus for the Labour Inspectors course - Syllabus for the Train the Trainer course - Number of Trainers 	<ul style="list-style-type: none"> - Organizational commitment at central and governorate level - Willingness to participate in survey. - Willingness of MoMM to invest in HR plan, also in the years to come.

	<p>elements (to be defined during the project) will be in place;</p> <ul style="list-style-type: none"> - External communication function for inspectorates is improved. - Necessary institutional and human capacities' reform measures are initiated in accordance with the envisaged development plan; - Work performance of the inspectorate at the central level is improved against well defined benchmarks; - Train-the trainer programme course is delivered; - The role of OHS is well-defined with respect to other stakeholders (ministries); 	<ul style="list-style-type: none"> - Report produced; this report should give attention to the role of the inspection in increasing awareness concerning OHS with social partners (the building of a roadmap); - Human Resource development plan is formulated and put into action - Train the trainer is conducted - National training programme for labour inspectors. - Train-the trainer programme to perform the training programme at a national level. - Set of training materials and guidelines is prepared; - National awareness campaign with partners involved including measurement of the results implemented and evaluated in a report. - Coordination plan for the three ministries formed and put into practice - Role of OHS with respect to 	<p>trained</p> <ul style="list-style-type: none"> - Promotional events for inspection/Materials for external communication; brochures... - Training materials - agreements/MoUs with other relevant parties - Number of coordination 	<ul style="list-style-type: none"> - Willingness of MoMM to invest in extra equipment when necessary.
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	<p><u>At local (governorate) level: pilot in a governorate</u></p> <ul style="list-style-type: none"> - Work flow and performance of the Labour Inspectorate at the local level is developed; - Work performance improvement plan for the labour inspectorate at governorate level is prepared (including relevant institutional and human capacities' reform measures); - Organizational modifications of modes of operation of the labour inspectorate and other actors are initiated; - Relevant human capacities' reform measures are initiated; - Work performance of Labour Inspectorate of the selected governorate is improved against well defined benchmarks; - Evaluation report on pilot results is developed; 	<p>other stakeholders is well defined</p> <ul style="list-style-type: none"> - Performance reports are produced - Human Resource development plan is formulated and put into action - Train the trainer is conducted - Set of training materials and guidelines are developed. 	<p>meetings</p>	
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<p>Result 3</p>	<ul style="list-style-type: none"> - Action plan for institutional reforms and human resources development is prepared; - Train-the trainer national programme course is conducted; - Investment plan itemizing equipment and transportation needs is developed; 	<ul style="list-style-type: none"> - A national roadmap towards more awareness concerning occupational safety and health. - A plan to perform a part of the national roadmap. - Plan on resources, partners needed, budget and timetable of an awareness campaign - Train the trainer course - Five year Investment plan itemizing equipment and transportation needs is developed 	<ul style="list-style-type: none"> - Signed agreement concerning a national roadmap. - Published plans. - At least one mass media product available and used in awareness raising activity - Evaluation report on this activity. - Published plan 	<ul style="list-style-type: none"> - Commitment of other parties: insurances (health, social), other Ministries (Health, Environment) to promote occupational health and safety. - Financial contributions of some of these parties - Financial capabilities of MoMM
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Activities / Components	Means	Pre-conditions	Assumptions and risks
Component I: Assessment of legal compliance, Legislation approximation, and better secondary law enforcement	(60 man days)		
- Comparative analysis of EU and Egyptian primary and secondary legislation in the field of occupational health and safety		- Full cooperation at all levels	- Management of change for procedures
- Proposed adjustment and implementation of Egyptian occupational health and safety legislation and OHS policy		- All required documents should have been translated into English	
- Legal and regulatory assessment report			- Report approved by all stakeholders
Component II: Institutional capacity building and local levels	(260 man days)		
<i>At the central level</i>			
- Organisational audit at the central level		- Support in performing survey	- Full cooperation at all levels
- System management and Institutional development at the central level			
- Analysing current system (diagnosis)		- Free and full access to data	
- Development of an enforcement policy			
- Development of information/knowledge management			
- Development of the advisory role of the Labour Inspectorate			
- Drafting of an organisational development plan			
<i>At executive level (implementing a pilot project)</i>			
- Reviewing the present working method of the Labour Inspectorate.		- Support of training material	

- Development of performance indicators and measure points for labour inspectorate, enabling benchmarking on governorate level in Egypt.			
- Data collection at governorate level for actual assessment, using performance indicators.			
- Defining the desired situation.			
- Design and implement a work performance improvement plan for the labour inspectorate at governorate level			
- Design new Human Resource policy		- Long term investment in HR improvement	
- Evaluate pilot outcomes			
Component III: Development of a National Strategy, including an Action Plan to Implement OHS Reforms Nationwide	(90 man days)		
- Strategy on OHS			
- Development of a training program for labour inspectors		- Investment in Training material and facilities	
- Development of a train-the trainer national programme		- Offering training facilities - Computers available and IT connections	
- Action plan for institutional reforms and human resources development;			
- Investment Plan in Equipment		Purchase of equipment and transportation	

ANNEX 2

Indicative Implementation Timetable for the Project

Institutional Strengthening of the Occupational Health and Safety – Ministry of Manpower and Migration

Year	2007				2008												2009												2010
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J
Launching	x	x	x																										
Contracting			x	x	x	x	x	x																					
Implementation									x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	